United Nations DP/CPO/LIB/1

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.: General
26 April 2002

Original: English

Annual session 2002
17-28 June 2002, Geneva
Item 13 of the provisional agenda
Country cooperation frameworks and related matters

Country Programme Outline for Liberia (2003-2005)*

Contents

	Paragraphs	Page
I. Situation Analysis	1-5	2
II. Past Cooperation and Lessons Learnt	6-11	2
III. Proposed Programme	12-21	3
IV. Management, Monitoring and Evaluation	22-23	5
Annex		
Results and resources framework		6

* The collection and analysis of current data required to present the Executive Board with the most up-to-date information has delayed submission of the present document.

02-35597 (E) 030502

I. Situation analysis

A. Background

1. After seven years of a devastating civil war, Liberia is still faced with the challenges of reconciliation, peace- building, reconstruction and recovery. The spiral of armed conflict, weak governance and poverty has constituted a vicious cycle that represents a great challenge for peace-building and progress towards recovery and long-term sustainable development.

2. The elected Government installed in 1997, saddled with an enormous national debt burden of US$2.8 billion has not been able to generate the required resources domestically and internationally to revive the economy to its pre-war level. After five years of transition, gross domestic product remains below 50 per cent of its pre-war level; the unemployment rate in the formal sector is approximately 85 per cent. In addition to a severe decline in international aid, since May 2001 the country has been under selective sanctions imposed by the Security Council for allegedly supporting the Revolutionary United Front (RUF) in diamonds and arms smuggling.

3. Furthermore, the outlook for durable peace and security has been dampened by sporadic fighting with dissidents in the northern county of Lofa, resulting in significant displacements of populations. The gains in recovery and resettlement of displaced people and refugees between 1997 and 2000 are being reversed by a new humanitarian crisis. An estimated 80,000 persons displaced now require humanitarian assistance for their survival. In early 2002, the conflict spread to three counties causing nationwide insecurity as thousands were displaced and security forces deployed across the country. This led to the declaration of a national state of emergency in February 2002 for a three- month period.

B. Trends towards achieving Millennium Development Goals

4. All dimensions of human development indicated in the revised United Nations Common Country Assessment (CCA) are low. Liberia is ranked 174 in the Human Development Index (HDI) out of 175 countries; 80 per cent of the population live below the poverty line of $1 per day, with severe poverty estimated at 52 per cent. Liberia is among the most food insecure countries with 35 per cent of the population undernourished. With a population of 2.7 million, life expectancy is recorded at 47.7 years. Child mortality is 194 per 1,000 with maternal mortality at 578 per 100,000 live births. The prevalence of HIV/AIDS has increased to 8.2 per cent, with an upward trend. An estimated 75 per cent of the population lack access to primary health care and safe drinking water. Since 1997, the country has achieved some results in primary education with an enrolment rate of 72 per cent. However, the literacy rate is only 33 per cent (compared to 58 per cent for sub-Saharan Africa). Liberia faces major gender disparities, and women's access to health and education (the literacy rate for women is only 26 per cent) as well as to productive assets is still limited. There are also strong inequalities in terms of women's participation in public life and the decision-making processes, with only 11 per cent of women participating in the national legislature.

5. To progress towards the achievement of the Millennium Development Goals (MDGs), the CCA, the draft modified United Nations Development Assistance Framework (UNDAF) and the national Medium-Term Plan have identified national reconciliation, transition to sustainable recovery, good governance (democratic and economic), social justice and human security as some of the critical challenges facing Liberia today.

II. Past cooperation and lessons learned

A. Key results achieved

6. During the transition period after the war, UNDP assistance focused on providing emergency development assistance for early recovery by supporting the resettlement and reintegration of the displaced populations and ex-combatants, providing technical support to the electoral process and rebuilding governance institutions.

7. The first country cooperation framework (CCF) for Liberia, covering the period 2000-2002, focused on two programme areas: (a) poverty reduction and sustainable livelihoods; and (b) good governance and economic management. The contribution of UNDP included: support to the Government to coordinate and plan the recovery process and formulate policies in key areas such as economic and financial management, education and environment; establishment of the Ministry of Gender; launching of the first national HIV/AIDS awareness campaign; improved access to basic social services (schools, clinics, water and sanitation); increased opportunities for sustainable livelihoods through the delivery of micro-grants, micro-credit and vocational training; advocacy for sustainable human development; improved coordination of early development assistance and support to resource mobilization.

B. Major lessons learned

8. The first CCF demonstrated a good complementarity between upstream and downstream interventions. The range of activities undertaken partly reflects the many development needs in a post conflict environment. However, in view of the drastic decline of flows of official development assistance to the country and limited UNDP funds, there is a need to better focus on key strategic areas.

9. Despite the number of results achieved, their impact has been severely constrained by the extreme weakness of national capacity, poor infrastructure and continuous fighting in the northern part of the country and resulting insecurity. Therefore, UNDP support needs to focus more specifically on the basic building blocks for a fuller transition to recovery while pursuing longer-term development goals.

10. At the community level, a lack of social cohesion, ethnic polarization and the resulting weak leadership has led to limited participation by beneficiaries in the design and implementation of projects. While a number of projects helped to rehabilitate social infrastructure and services, the need to adopt a more comprehensive and integrated approach to these projects has been identified.

11. Despite the efforts deployed by the Country Office to mobilize resources, the status of the country vis-à-vis the international community had a significant negative impact that severely constrained their effectiveness. Further efforts have to be made in this area with strong headquarters support.

III. Proposed programme

A. Proposed priorities

12. Given the lessons learned from the first CCF and the challenges of the current country context outlined above, peace-building, reintegration and sustainable recovery will be the main focus of UNDP support. This choice is predicated on the continued urgency to put in place the building blocks for the effective transition from dependence on humanitarian relief to longer-term sustainable recovery at both the community and national levels. These building blocks also constitute a foundational support for an inclusive and durable peace-building process in Liberia. This is consistent with the national priorities underlined in the national Medium-Term Plan, the goals and objectives of the draft modified UNDAF for Liberia and the Consolidated Appeal (CAP). Consistent with the CCA findings, the proposed UNDAF points to five interlocking areas: peace-building and relief, good governance, sustainable recovery, reproductive health, HIV/AIDS and malaria, and crosscutting issues, i.e., gender, child rights protection and environment.

13. The main entry points for UNDP under the over-arching theme of peace-building, reintegration and sustainable recovery will be: (a) reintegration and recovery at the community level; and (b) capacity-building for key governance institutions and mechanisms. These entry points are consistent with the UNDP mandate and comparative advantages. They relate to the need to address both the capacity-building constraints in key areas of democratic and economic governance, as well as the reintegration and recovery processes at the community level, as part of the overall peace-building strategy.

B. Proposed strategies

14. To address the specific constraints of the post-crisis environment, UNDP will focus on building strategic partnerships with all stakeholders, including Government, parliamentarians, non-governmental organizations (NGOs) and community-based organizations (CBOs), the private sector and the international community, to deal with the wide range of challenges in the crisis context and enhance participation and ownership aimed at creating an enabling environment for peace and reconciliation.

15. In order to ensure sustainability of capacity-building interventions, active and effective participation of national and local government institutions, NGOs, CBOs and local communities in all programme areas will be sought from the early stages of programme identification and formulation to implementation and evaluation. A gender-sensitive approach aimed at strengthening the active participation of women in the development and peace-building process as well as responding to the expressed needs will be crosscutting in all of the UNDP entry points for peace-building, reintegration and sustainable recovery. As part of the UNDP capacity-building strategy, efforts will be made to use as much as possible locally available technical expertise in support of UNDP intervention, including through contracting local NGOs.

16. UNDP, whose Resident Representative also assumes the functions of Resident Coordinator and Humanitarian Coordinator, will provide leadership in bringing together the United Nations Country Team in support of the peace-building process for Liberia, in ensuring complementarily of interventions and developing effective synergies between humanitarian assistance and capacity-building for development. In this regard, close cooperation will also be developed with the Department for Political Affairs/United Nations Peace-building Support Office in Liberia. In close coordination with the Government and the international community, UNDP will assist in the strengthening of aid coordination mechanisms. With United Nations Information Centre support, UNDP will also lead the efforts of the Country Team in advocating for the MDGs as well as developing and implementing effective communication and resource mobilization strategies.

C. Programme areas and expected results

1. Reintegration and recovery at community level

17. UNDP will address reconciliation and recovery through a community-based approach that supports the sustainable reintegration of displaced populations, primarily through the restoration of basic social services, related confidence-building processes, as well as the creation of job opportunities and means of sustainable livelihoods. Specific areas of intervention will include:

(a) Rehabilitation of basic social infrastructure and delivery of basic social services, including, notably, health, water and sanitation and education services;

(b) Sustainable livelihoods, through micro-credit schemes and skills training and development;

(c) Confidence-building and peace education.

18. Particular attention will be given to ensure access of social services and productive activities by vulnerable groups, including women and children.

19. Expected results will include an enhanced environment for national cohesion, increased community capacity for the delivery of basic social structures and services, increased local capacity for self-organization and participation, increased opportunities for livelihoods and reduced dependence of the population on humanitarian assistance.

2. Capacity-building for key governance institutions and mechanisms

20. Democratic and economic governance were identified as some of the causes of the crisis and therefore would be the source for national reconciliation, sustainable development and Liberia's stability in the long run. UNDP support will focus on key governance institutions and mechanisms which are essential for the sustainable recovery of the country. Specific areas of intervention will include:

(a) Economic policy reform and aid coordination, including support to economic and financial management, public investment programmes (PIPs) and public expenditure programmes (PEPs) and a national statistics system;

(b) National reconciliation and support to the electoral process;

(c) Regulation of security forces, through the strengthening of protection and human rights enforcement mechanisms, as well as reintegration of ex-combatants;

(d) HIV/AIDS prevention, including the development of a national policy against HIV/AIDS, as well as the design of implementation and monitoring mechanisms, allowing for the full participation of all stakeholders.

21. Expected results will include an institutional electoral framework conducive to free and fair elections, enhanced rule of law, strengthened civil protection in the context of security sector reform, enhanced human rights protection, increased public awareness concerning good governance issues, increased use of sustainable human development concepts within key national policies, enhanced capacity for aid coordination, data collection and macroeconomic management in support of poverty reduction and economic recovery, enhanced capacity for HIV/AIDS prevention.

IV. Management arrangements, monitoring and evaluation

A. Monitoring

22. More than 10 years of civil crisis have significantly adversely affected the Government's overall capacity to own and implement development programmes. Agency and direct execution would therefore be the key modalities of programme execution. However, the possibility of piloting national and NGO execution modalities will be explored to the extent possible. With results-based management in place and fully functioning, planning, monitoring and evaluation will focus on outcomes and results. The strategic results framework process would be critical in ensuring partnership buy-in and consensus on the expected results and output indicators for effective monitoring. Joint assessment missions will be undertaken with key partners for monitoring and evaluating programme performance. Because of the pivotal role the office is expected to play in strategic programme management, work processes would have to be reviewed in order to better concentrate on strategic and substantive activities.

B. Resource mobilization and partnership strategy

23. Within the current socio-economic and political context, UNDP resources will continue to be catalytic in addressing Liberia's development challenges in two ways, i.e., by attracting donor as well as national resources in support of programmes designed and financed by UNDP seed capital, and by fostering partnerships with other development partners in support of national development objectives. Cost-sharing and/or trust fund arrangements will be pursued with USAID, the European Union and other interested bilateral or multilateral donors in all programme areas, including in particular support to the electoral process and the regulation of security forces. In this context, results-based management would be effectively used to rally support and resources around specific outcomes as well as demonstrate the effectiveness of UNDP interventions.

Annex: Results and resources framework for Liberia for 2003-2005

Strategic area of support	Intended outcomes	Indicators of outcome or purpose	Outputs, including key output indicators, where needed	Resources by strategic area of support/outcome or programme area (in thousands of US dollars)
UNDAF Goal 1: To seek resolution of the present armed conflict and to initiate a peace process that addresses the root causes of conflict and the induced humanitarian situation.				
Conflict resolution peace-building and recovery processes at the community level.	Enhanced environment for national cohesion.	National and regional reconciliation processes successfully supported.	Peace education framework produced and included in the curriculum. Dialogue forums on reconciliation and confidence-building conducted in 15 counties.	Core Resources: 1 539 Other Resources: Third party cost-sharing: 1 000
	Enhanced security environment.	About 10,000 soldiers and ex-combatants demobilized and reintegrated into society. Security and respect for rule of law prevailing.	About 10,000 demobilized soldiers and ex-combatants trained in various vocations for employment. Police trained in areas of human rights and rule of law.	
	Increased capacity of community social structures to deliver basic services and enhanced livelihood opportunities.	About 60 per cent of beneficiary community members having access to basic social services and sustainable livelihood opportunities.	Rehabilitation of schools, clinics, water and sanitation facilities and market facilities, benefiting some 400,000 persons. CBOs and NGOs managing micro-credit effectively.	
UNDAF Goal 2: To create an enabling environment for sustainable human development				
Electoral legislation and institutional capacity of electoral commission, system and processes.	Institutional electoral framework conducive for free and fair elections.	Adoption of an electoral law that provides for a free and fair process. Establishment of a functioning independent electoral management commission with the capacity to conduct free and fair elections.	Draft revised electoral laws prepared and approved. Reconstituted electoral body with capacity to carry out free and fair elections. Adequate logistical and technical support provided to the Elections Commission to function effectively.	Core Resources: 126 Other Resources: 2 000 Third party cost-sharing:
Efficiency of public sector financial management.	Efficient and effective programming of the PIPs and PEPs of the Government	Annual development budget, PIPs, efficiently prepared; and regular reports on public expenditure prepared and disseminated.	Technical and logistical support provided to the Budget Bureau and the Ministries of Planning and Finance for preparation of PIPs and PEPs and for instituting fiscal and budgetary reforms. Procedure manuals prepared for PIPs & PEPs.	Core Resources: 454
	Strengthened capacity of Ministry of Planning and Economic Affairs for economic data collection, analysis and reporting.	A functional statistical delivery system in place.	Database system established.	
Aid coordination and management.	Effective government management of external resource flows.	Aid coordination mechanism established.	Policy and framework for aid coordination formulated.	Core Resources: 202
UNDAF Goal 4: To improve life expectancy and to contain the prevalence of HIV/AIDS, malaria and other infectious diseases.				
Comprehensive strategies to prevent the spread and mitigate the impact of HIV/AIDS.	Enhanced capacity to formulate and implement policies and coordinate interventions to limit the spread of HIV/AIDS and mitigate its social and economic impact on the poor	Effective strategic plan developed involving all stakeholders. HIV/AIDS prevention is part of school curriculum. National development plan and budget integrate HIV/AIDS.	HIV/AIDS policy adopted and coordination/monitoring mechanism established.	Core Resources: 202